

# ORIENT IAS

## GS PAPER IV: Ethics, Integrity and Aptitude Civil Services (Mains) Examination 2019 Solutions By ATUL GARG

### Instructions

- Total Marks: 250 marks, Time duration: 3 hours.
- There are 12 questions divided into two sections and printed both in ENGLISH and HINDI.
- All questions are compulsory.
- The number of marks carried by a question/part is printed against it.
- Answers must be written in the medium authorized in the admission certificate which must be stated clearly on the cover of this question-cum-answer (QCA) booklet in the space provided.
- No marks will be given for answers written in the medium other than authorized one.
- Keep the word limit indicated in the questions in mind.
- Any page or portion of the page left blank, must be struck off clearly.

### Section A

**1 (a) What are the basic principles of public life? Illustrate any three of these with suitable examples. (150 words, 10 marks)**

**Answer:** Public life refers to one's interactions in organizations, public interfaces and with people in general. It requires strong guiding principles, especially in context of Civil Services.

Nolan committee in 1994 came out with Seven Principles of Public Life:

1. Selflessness – working solely for public interest.
2. Integrity – absence of any kind of corruption or favoritism.
3. Objectivity – impartial, fair and merit-based decision making, while using the best evidence and without discrimination or bias.
4. Accountability – taking responsibility for decisions.
5. Openness – decision making in open and transparent manner.
6. Honesty – Holders of public office should be truthful
7. Leadership – being the role model for others and influencing them to achieve mutually beneficial goals.

Apart from these seven, principles like Rule of law, Sarvodaya through Antodaya, Probity, Dedication, Beneficence, Temperance, Wisdom, Justice and Courage must also be followed.

### **Three principles with illustrations:**

**1. Integrity:** Holders of public office must avoid placing themselves under any obligation to people or organizations that might try to inappropriately influence them in their work. They should not act or take decisions to gain financial or other material benefits for themselves, their

family, or their friends. Officers like Narendra Kumar (IPS Officer killed in 2012 in Morena District, MP), Satyendra Dubey, S. Manjunath laid their life to uphold this principle.

**2. Dedication:** implies giving your time, energy or completely yourself for public cause. It includes passion, commitment and perseverance. Officers like Armstrong Pame constructed a 100km road through crowd funding. Kiran Bedi brought about prison reforms when nobody was thinking about it.

**3. Leadership:** public officers not only have to perform management functions but also have to lead the developmental process, especially in developing countries like India. Leaders like A.P.J Abdul Kalam, Gandhi ji became inspiration for millions through leading by example and stimulating their followers to aim for higher ends of life.

Albert Einstein has rightly said that- "Only a life lived for others is a life worthwhile." There's no greater challenge and there is no greater honor than to be in public service.

**1 (b) What do you understand by the term 'public servant'? Reflect on the expected role of a public servant. (150 words, 10 marks)**

**Answer:** The term 'public servant' refers to those professionals who want to achieve the public good above all else in their work. As per UN International Code of Conduct, it refers to those officials who acts as the delegates of elected officials. The term also has the connotation that real power is with people who are 'masters' and officials are always in their service.

The term is quite subjective. Its broader connotation includes all those who work for public like politicians, judges, members of NGOs etc. Like PM Modi calls himself the head servant of public.

However, as per section 21 of IPC, it includes all officials hired by government to implement the policies formulated by the politicians. These officials like IAS Officers, police, municipality worker etc., provide services to people at different levels.

### **Expected role of public servants**

1. Serving the people with dedication and commitment by implementing the policies of government – while following the philosophy of Nishkama Karma (self-less action)
2. Honesty and integrity in service – taking responsibility for one's action and safeguarding the system from corruption and maintenance of probity.
3. Expression of public service values of empathy, compassion, tolerance etc. in their job and hence reaching to the last person in society. Like Alex Paul Menon, an IAS officer in Chhattisgarh who worked for the welfare of tribal people.
4. Impartial and non-partisan conduct – irrespective of one's own ideology, giving frank and fearless advice to the politician
5. Innovative solutions to socio-economic problems. SR Sankaran worked for the abolition of bonded labour.
6. Ensuring quality public service delivery, like E. Sreedharan provided quality public transport through Delhi Metro.
7. Optimum utilization of public resources.
8. Helping people during natural calamities like recent Kerala floods.
9. Act as role models for people through purified conduct in both personal and public life.

10. Performing welfare functions through effective leadership. Like ex IAS Officer, OP Chaudhary converted Dantewada (Naxalite area) into an education hub.

In nutshell public servants are expected to serve the people with the best of their ability. Such discharge of duty will honour the social contract and help in progress of society.

**2 (a) Effective utilisation of public funds is crucial to meet development goals. Critically examine the reasons for under-utilization and mis-utilisation of public funds and their implications. (150 words, 10 marks)**

**Answer:** Recently, PM Modi acknowledged the observation of former PM of India, Late Shri Rajeev Gandhi that “Out of every one rupee spend by the government, only fifteen paise reaches the poor.” He also said that the problem has not been resolved yet, and is a major impediment in national development.

#### **Reasons behind under-utilization of public funds:**

1. Huge gap between policy formulation and ground realities due to arm chair bureaucracy and absence of empathy towards poor.
2. Lack of proper planning and delay in rules formulation. Nearly 50 thousand crores for compensatory afforestation remain unspent because of bureaucratic apathy.
3. Weak implementation of policies due to absence of efficiency and economy
4. Majority funds are used for maintenance functions rather than welfare activities. 56% of Beti Bachao, Beti Padhao funds are spent on advertisement and only 25% used for actual work.
5. Populist measures by the government like building of statues, temples etc.
6. Bureaucratic mindset leading to under-performance in developmental activities.
7. Lack of training and expertise.
8. No incentives for better performance.

#### **Reasons behind mis-utilization of public funds:**

1. Huge corruption in government procurement: Common wealth scam, Kargil coffin or Bofors scam, Augusta Westland VVIP Chopper scam are some examples.
2. Presence of mediators and fake beneficiaries: fake muster rolls under MGNREGA Scheme
3. Leakages in project funding: nearly 40% food grains are deviated to black market under PDS scheme.
4. Lack of integrity and courage among civil servants to take action against the wrong.
5. No incentives for honesty and courage.
6. Narrow conception of good life – happiness comes from wealth and not service.

#### **Implication**

1. Loss of trust and credibility between government and people – this will lead to violation of social contract by people in terms of non-payment of taxes etc.
2. Erosion of social capital – this will lead to difficulty in program implementation.
3. Poor governance and lack of development
4. Inequality - increases in society due to corruption.
5. Absence of rule of law leading to injustice and anarchy

6. Political instability due to loss of confidence in politicians.

Government has introduced many tools like JAM trinity, DBT and e-Governance initiatives to bring probity in financial administration, but more needs to be done in this regard.

**2 (b) "Non-performance of duty by a public servant is a form of corruption" Do you agree with this view? Justify your answer. (150 words, 10 marks)**

**Answer:** Commission and omission of any act which is against public interest can be regarded as corruption. Thus, non-performance of duty is dereliction of one's duty/responsibility or failure to fulfill the professional commitment. But intention of public servant also plays a role in this regard.

**When non-performance is a form of corruption:**

If non-performance is due to erosion of values like dedication, commitment; excessive negative emotion of greed; and attitude of disrespect for law etc., then it can be said to be form of corruption – moral, ethical and legal.

**Example:**

- Expecting money for his/her responsibility, lethargic attitude or maintaining the status-quo for favouring a person/party.
- Police officers do not register FIR so that crime records remain low in their districts.
- A total of 225 Government officers are punished for non-performance during 2017-2018.
- Civil servants remaining neutral towards administrative corruption by others is also a kind of corruption.
- SBI officials were alleged for their laxity in filing a plea seeking that Vijay Malya be barred from leaving the country.

**When non-performance is not a form of corruption:**

Non-performance of duty by a public servant is not a form of corruption, as it may be due to lack of coordination, conflict of interest, lack of human power, expertise and budget. Justice U. U. Lalit recused from Ayodhya case as he was earlier associated with one of the parties.

- Suppose a woman is pregnant and there is absence of provision for work from home. In such a case if there is lapse in performance of duty, then it cannot be said to be form of corruption.
- Gautama Buddha has said, "The intension is more important than the action itself". As per Aristotle, there is no absolute moral standard. Any moral principle must take ground reality into consideration.
- Thomas Aquinas has also maintained that a man can be held responsible only for deliberate actions.

Hence non-performance will be form of corruption depending upon the cause of non-performance.

**3 (a) what is meant by constitutional morality? How does one uphold constitutional morality? (150 words, 10 marks)**

**Answer:** Constitutional morality refers to the ethical framework set by a particular constitution in a state. For example, Indian constitution is a comprehensive set of morals, which guide government, as well as citizens towards higher ends of life.

- **Preamble:** provides Code of Ethics and philosophy of constitution through virtues of Secularism, Liberty, Equality, Justice, Fraternity and Public Service.
- **Fundamental Rights:** represents the do's and don'ts to be followed by government. Like Gender, caste equality and Affirmative action for weak and vulnerable.
- **DPSPs:** as per SC judgements, DPSPs represent the conscience of constitution as it guides the government towards positive goals of economic equality, Environmental justice and peace at international level.
- **Fundamental Duties:** represents the expectations from citizens. Like maintaining scientific temper and working towards national integrity shall be the endeavor of every citizen.

Sometimes, Constitutional morality can come in conflict with social morality. E.g., issue of gender justice in patriarchal society, Sabarimala temple entry case, Jallikattu etc. but in recent judgements by the Supreme Court, it has been upheld that constitutional morality will overshadow all other moralities.

### **How does one uphold constitutional morality?**

1. Cognitive development among children by teaching of the constitution at schools and college level. Delhi government has recently started the same.
2. Citizens must perform their fundamental duties before claiming for their rights.
3. Allegiance to the constitution and setting the constitution as moral standard for resolution of ethical dilemmas by all agencies and segments of society.
4. Persuasion and social influence for attitudinal change to align ethical standards of citizens and constitutional morality.
5. Endogenous changes are required rather than forcing people to follow the ethos of constitution.
6. Civil servants shall act as role models and must showcase the application of morals in their public and personal life.
7. Liberal interpretations by Supreme Court to make constitutional morality adapt as per changing times and new developments.

The principles of right or wrong and their sources have evolved with time. During ancient time religion and societal norms served as the basis for morality but in modern times, Constitution should be the guiding force.

### ***Q3. (b) What is meant by 'crisis of conscience'? How does it manifest in the public domain? (150 words, 10 marks)***

**Answer:** 'Crisis of conscience' is a human state in which one is going through negative emotions like inner dissonance, feeling of guilt and unrest. It largely occurs when someone feels that he has done something wrong or when a person is not able to make the correct choice in a tight situation.

For example,

- Arjuna just before the start of Kurukshetra war went through crises of conscience as he felt that raising weapons against his own elders and brothers, for the sake of property, was wrong.
- An alcoholic also face this crisis when he ends up drinking liquor. And then to curb the dissonance, he again drinks. This leads to a vicious cycle of drinking and the person feels trapped.

### **Manifestation in the public domain**

1. Feeling of guilt: like when an IPS officer has to order lathi charge against violent farmers, who are protesting against their land being acquired without their consent for developmental purposes.
2. Confusion – e.g.: whether to support farm loan waiver or not, when there are valid arguments for both sides.
3. Conflicting orders: sometimes officers feel guilty as they have to obey the orders of their political masters, even if they feel that the orders are not in public interest.
4. Neutrality: sometimes, civil servants are not able to take action against their corrupt colleagues.
5. Resignation: IAS officer Gopinath Kannan resigned, as denial of ‘freedom of expression’ to the people of Jammu and Kashmir was not acceptable to him. Resignation by IAS officer, Harsh Mander after Gujarat Riots was also to resolve his crises of conscience only.
6. Suicide – in extreme cases, an officer even commit suicide due to ‘burden of guilt’. Robert Clive of East India Company committed suicide, due to charges of corruption.

A person with great wisdom, integrity, temperance and courage seldomly face such situations, as he or she is guided by his morals and know exactly what he wants to do in a situation. Due to Chauri Chaura incident, Gandhiji immediately suspended the Non-Cooperation Movement in 1922, even when many national leaders were against the withdrawal. The decision was more based on voice of conscience.

### ***4 (a) Explain the basic principles of citizens’ charter movement and bring out its importance. (150 words, 10 marks)***

**Answer:** A Citizen’s Charter is basically a set of commitments made by an organization regarding the standards of service which it delivers. It seeks to make an organization transparent, responsive, accountable and citizen friendly.

### **Basic principles**

The six principles of the Citizen's Charter movement, as originally framed were:

- i. Quality: Improving the quality of services;
- ii. Choice: Providing choices to citizens wherever possible;
- iii. Standards: Specify what to expect and how to act if standards are not met;
- iv. Value: Add value for the taxpayers' money;
- v. Accountability: Be accountable to individuals and organizations; and
- vi. Transparency: Ensure transparency in Rules/ Procedures/ Schemes/ Grievances

### **Their Importance**

The tool has been highly successful in countries like UK, Australia and Malaysia.

- a. It ensures quality public service delivery by setting minimum standards.

- b. It honors the social contract that state shall work for the welfare of citizens.
- c. It sets accountability for officials and leads to citizen's empowerment.
- d. Helps in developing Standard Operating Procedures (SOP) which leads to standardization and reforms in management practices.
- e. Enhance people awareness and satisfaction.
- f. Act as an obstacle in the path of corruption and favoritism.
- g. Enhances trust and credibility between people and government.
- h. A step towards good and ethical governance

Thus, it's a tool towards converting representative democracy into a participative one, where real power lies with the people.

**4(b) There is a view that the official secrets act is an obstacle to the implementation of the Rights to Information act. Do you agree with the view? Discuss (150 words, 10 marks)**

**Answer:** Official Secret Act (OSA) debars certain information to be divulged in public domain on the ground of national interest and security. Whereas, RTI act calls for maximum disclosures in public domain.

In the OSA, clause 6, information from any governmental office is considered official information, hence it can be used to override Right to Information Act 2005 requests. Whereas Section 22 of RTI act has an overriding effect on OSA. Thus, the conflict between them is inevitable.

**Purpose of OSA:**

- As per Kautilya's Arthashastra, national interest is the highest end. Hence certain information has to be kept classified under OSA.
- Further, as per Supreme Court Judgements, Right to Information is not an absolute right.
- Such act is important in modern era of IT records and cyber-attacks.
- It acts as a deterrent against people with ill intentions.

**Criticism:**

It is often said that secrecy is a tool created by bureaucracy to maintain its hegemony.

- The OSA does not define "secret" or "official secrets". It gives lots of discretion to bureaucrats to hide information. Public servants can deny any information terming it as "secret" when asked under the RTI Act.
- 2<sup>nd</sup> ARC in one of its reports said that OSA's background is the colonial climate of mistrust of people and the primacy of public officials in dealing with the citizens. Due to OSA- "Confidentiality became the norm and disclosure the exception."
- The act is often used by bureaucrats to fool people in the name of national security.

**Balanced view required**

There must be a balance between both the acts. It must be in line with Buddha's 'Madhya Marga' and Aristotle's 'Golden Mean Principle'.

It must be ensured that Official Secret Act is used in the spirit of the legislation. PIOs must be trained to be responsive and their accountability must be ensured. 'Probity in governance' can help create ethical environment of transparency where government offices themselves proactively put information in public domain.

As per 2<sup>nd</sup> ARC, OSA can be repealed as it has many loopholes. But certain provisions to protect confidential data can be added in National Security Act. The term official secrets must be clearly defined to reduce official discretion.

Even USA (after Wikileaks incident) came out with a National Information Strategy to balance security with transparency.

The Union Home Ministry in 2017 has also submitted a report to the Cabinet secretariat to amend OSA to make it more transparent and in line with the RTI Act.

**5 (a) What do you understand by probity in governance? Based on your understanding of the term, suggest measures for ensuring probity in government. (150 words, 10 marks)**

**Answer:** Probity in governance implies strict adherence to the highest principles and ideals, which are valued by society, rather than just avoiding corrupt or dishonest conduct. It represents maximalist approach in public life where civil servant commits himself for the public good.

Probity ensures that a civil servant is completely dedicated to the public cause and shows courage in performing his duty in fair manner. Probity comes when a civil servant shows integrity along with wisdom in his public dealings and also maintain decency in his conduct.

- As per Socrates, probity comes when civil servants serve with the best of their abilities, have virtuous conduct and are ready to learn from their mistakes.
- Probity in governance refers not only to the right process, but also developing the right perception among people. Both means and ends are important in this regard.

### **Measures for ensuring probity in governance**

1. Principle of accountability and transparency – must be integrated in process of governance through tools like Citizens charter, Social audit, False Claims Act etc.
2. Open government – RTI Act must be effectively implemented in letter and spirit.
3. Citizen centric governance – strengthening local governance by effective implementation of 73<sup>rd</sup> and 74<sup>th</sup> amendment acts.
4. Participatory governance: like in development of New National Education Policy, all stake holders were consulted.
5. Management of conflict of interest.
6. Zero tolerance against corruption: strict law like recent amendments to Prevention of Corruption act.
7. Ensuring optimum utilization of public funds through tools like performance budgeting and Integrity Pacts.
8. Transformational leadership which can provide role models to young bureaucrats.





9. Use of persuasion to bring about attitudinal changes and to inculcate foundational values of civil services among new recruits.
10. Training modules which must include enhancement of emotional intelligence and learning through practice.

In long term, as a society, we must evolve to a level where probity becomes a way of life, where honesty is a routine expectation and corruption, a rare exception.

**5 (b) “Emotional Intelligence is the ability to make your emotions work for you instead of against you.” Do you agree with this view? Discuss. (150 words, 10 marks)**

**Answer:** Emotional intelligence (EI) includes not only understanding and regulating one’s own emotions but also understanding and managing the emotions of others, so that their power can be used to achieve socially beneficial goals.

As per Charles Darwin, emotions are intrinsic part of human existence, and their acumen must be utilized for optimum output. Like when Gandhi ji was thrown out of train in South Africa, he controlled his anger and channelized it to win basic human rights for the immigrants.



Low Emotional Intelligence		High Emotional Intelligence
Aggressive Demanding Egotistical Bossy Confrontational		Assertive Ambitious Driving Strong-Willed Decisive
Easily Distracted Glib Selfish Poor Listener Impulsive		Warm Enthusiastic Sociable Charming Persuasive
Resistant to Change Passive Un-Responsive Slow Stubborn		Patient Stable Predictable Consistent Good Listener
Critical Picky Fussy Hard to Please Perfectionistic		Detailed Careful Meticulous Systematic Neat

**How EI works for us?**

- i. Satisfied and contented - due to control over negative emotions of greed and hedonism.
- ii. Happy state of mind – working as per message of Karl Barth, “Joy is the simplest form of gratitude”.
- iii. Positive attitude – despite unfavorable conditions. Christopher Nolan puts this beautifully in his movie (Batman Begins) – “Why do we fall? So that we learn to pick ourselves up”.
- iv. Not get disturbed by accusation or rumors - as Gandhiji said, “Nobody can hurt me without my permission”.
- v. Endurance in adversity - P.V. Sindhu losing in two consecutive Badminton World Championships finals, won the 2019 Badminton World Championships. (Converted disappointment, frustration to Grit and Success)
- vi. Easy adaptability and quick learning – Charles Darwin proved that emotion helps in adaptability. As Plato said, “All learning has an emotional base.”
- vii. Healthy personal relations: IAS officer Mukesh Pandey (DM of Buxar) committed suicide due to some personal emotions/issues (Sadness, frustration)
- viii. Efficient professional performance – 80% of adult success depends on EQ as per Daniel Goleman.

Thus, it has been rightly said, “Emotions can get in the way or get you on the way”.

**6. What do each of the following quotations mean to you?**

**(a) “An unexamined life is not worth living.” – Socrates (150 words, 10 marks)**

**Answer:** The words were supposedly spoken by Socrates at his trial after he chose death rather than exile. His philosophy calls for achieving higher ends of life through rational enquiry, rather than turning into a lower animal.

- Unexamined life is due to ignorance. Plato has said that, "ignorance is root and stem of all evil". Problems like environmental degradation, inequality, child labour etc. are all result of our ignorance.
- Bhagwat Gita also maintains that God gives human body to soul, so that it can perceive, feel and examine this world. One can achieve his moksha through following the path of knowledge i.e. *Gyanmarg*. This can be done through consistent *Darshan* (observation) and *Dhyana* (introspection).
- Buddha also believes in achieving one's Nirvana through meditation and introspection.
- Gandhi ji's autobiography, 'My Experiment with Truth' suggest his persistence of finding the ultimate truth through intellectual inquiry and experimentation on the ideals of truth and non-violence.
- Jainism also calls for having Right Knowledge to achieve Kaivalya, which can be gained through rational examination of life.

**Present context:**

1. Today people have a narrow conception of life and are immersed in hedonistic tendencies of *Artha* and *Kama*, but without *Dharma*.
2. Albert Einstein's constant examining of his failures has led him to revolutionise scientific thoughts on space, time, gravity and light.
3. People don't try to understand the viewpoint of others and fight like animals in the name of religion, ethnicity, caste or nationality.
4. Rachel Carson examined the cause of 'Silent Spring'. She revolutionised the environmental movements leading to more awareness about sustainable development.

Thus, to live a life like a 'moral agent' of Immanuel Kant, to have an 'ignited mind' of A.P.J. Abdul Kalam and to have compassion towards weak, one requires true understanding of life. Only then the ultimate end of self-actualisation will be realized.

**(b) "A man is but the product of his thoughts. What he thinks, he becomes." – M.K.Gandhi (150 words, 10 marks)**

**Answer:** This quote by Gandhi ji emphasizes upon the importance of thoughts and their role in shaping the personality of an individual. The world as we have created it, is a process of our thinking.

Rene Descartes has also famously acclaimed- "I think, therefore I am.", i.e. our existence depends upon our ability to think and our personality is shaped by the thoughts we have.

CAB Model of attitude also lays down the importance of our thoughts in shaping our attitudes. Attitudes build our character and our character decides our destiny. For example, Abraham Lincoln thought that all humans have equal dignity and thus had negative attitude towards slavery. Whereas, Hitler while killings Jews was influenced by his thoughts of Racial superiority.

Machiavelli had a negative connotation of this world, thus he prescribed domination, control and hegemony over others. Whereas leaders like Nehru had positive beliefs about mankind which made him practice equality, tolerance, peace and fraternity.

People in India believe that men are superior to women and this has led to problems like infanticide, dowry and gender discrimination. Some people believe that their traditions and cultural practices must be preserved at any cost. This has led to a kind of ethical blindness and stagnation in form of practices like Triple Talaq, burning of fire crackers on Diwali, Jallikattu, Temple entry of women, etc.

Buddha's beliefs converted a prince into a living god. Whereas, people's belief that happiness comes from material possessions are turning them into a lower animal.

However, it is also true that thoughts are the important but not the only component that shape our personality. Our emotions as well as the factual evidence that we get from our environment also helps in building our perception towards this world. Empiricism and Sentimentalism are as important as rationalism.

Thoughts should also be backed by necessary actions. If we think of becoming rich, we must work for it. Daydreaming will take you to nowhere. Also, while thinking about ourselves, we must think about the viewpoint of others (as given by *Anekanatavada* doctrine of Jainism).

Swami Vivekananda has rightly said that: - "We are what our thoughts have made us; so take care about what you think. Words are secondary. Thoughts live; they travel far."

***(c) "Where there is righteousness in the heart, there is beauty in the character. When there is beauty in the character, there is harmony in the home. When there is harmony in the home, there is order in the nation. When there is order in the nation, there is peace in the world." - A.P.J. Abdul Kalam (150 words, 10 marks)***

**Answer:** Righteousness is the quality of being morally correct and how its presence in individual's heart is connected with global peace, is the underlying theme of this quote.

Gandhi ji has also maintained the same line of thought when he says that individual is the most fundamental unit of society and every process of change emanates from one man only.

Like, righteousness in the Heart made Gandhiji a strong character, where he never buckled under any pressure and always stuck to his principles of non-violence (Satyagraha) and truth, which in turn led to mass mobilization and creation of oneness' in the country. The same was continued throughout the world by leaders like Nelson Mandela and Martin Luther King.

Many recent movements like:

- #MeToo movement
- Youth movement against Climate Change
- LGBT Rights movement

Have started at individual or local level, but have now become a global phenomenon.

2nd ARC in its fourth report 'Ethics in Governance' has also said that ethics in administration and civil society strongly depends upon ethics in citizen's behaviour. Government is corrupt because an average Indian has become corrupt. Experience shows that how RTI Movement started at grassroot level by MKSS led to the passing of RTI Act at national level.

The quote also highlights the importance of 'Bottom-Up' approach that must be used by government to bring about socio-cultural changes. Like in this year's Economic Survey, emphasis has been given on Nudge Theory which talks about bringing attitudinal changes among people to ensure success of gender, caste and finance related schemes (like Tax compliance and BBBP Campaign)

However, the reverse of this quote is also true. Peace in world will impact probity at national level. This will in turn lead to Cooperative Federalism. Good governance at State level will be reflected at district and local level, which will further reinforce ethics at individual level. Valmiki ji has rightly said in Ramayana that "Yatha Raja, Tatha Praja".

Thus, it is very important that citizens must realize their duty and through their conduct, bring about the change they want to see in this world.

## SECTION B: Case studies

***Q7. You are heading the rescue operations in an area affected by severe natural calamity, thousands of people are rendered homeless and deprived of food, drinking water and other basic amenities. Rescue work has been disrupted by heavy rainfall and damaged to supply routes. The local people are seeding with anger against the delayed limited rescue operations. When your team reaches the affected area, the people there heckle and even assault some of the team members. One of your team members is even severely injured. Faced with this crisis some team member pleads with you to call off the operations fearing threats to their life.***

***In such trying circumstances, what will be your response? Examine the qualities of a public servant which will be required to manage the situations. (250 words, 20 marks)***

**Answer:** The given situation requires transformational leadership on my part, so that I can impact, influence and inspire my team mates as well as local people, to achieve the desired results. I need to boost the self-esteem of my personnel, as if people believe in themselves, they can accomplish amazing things.

### My response to handle the situation

#### 1. Towards my team members:

- First, I'll provide immediate medical treatment to the injured team member.
- Second step would be to make team members understand the mental situation of victims, so that they can empathize with them.

#### Stakeholders:

1. Me
2. Government
3. Team members
4. Affected people

- Thirdly, I need to motivate them. This can be done through a short motivational speech or I can make them remember their oath that they took before joining the services.
- Tell them that civil services are about putting public interest above everything.
- Make them understand that altruism is rational as it is irrational not to help others knowing that one day, they may also need someone's help.
- I must act as a role model by initiating the rescue work by myself.
- Ensure the safety of my team members by giving strict warning to violent people.

## **2. Towards affected people:**

- Establish proper communication system by involving some local people and explaining them the difficulties while carrying out operations under such situations. I may also appeal to maintain calm and assist in rescue work, by using loudspeakers.
- I can also invite their suggestions in this regard to win their confidence.
- Immediate provision for distribution of food packets and water pouches must be made, as it will help in pacifying the people.
- Making temporary safe houses by involving local people, SDRF, Civil Defence Forces and Local Police.
- Communicate with State Government for choppers, NDRF, if need arises.
- Most importantly, I'll ensure my 24X7 availability to develop trust and credibility among the affected people.

### **Qualities required to manage natural calamities**

- 1. Emotional Intelligence:** to respond appropriately to handle anger of people and motivating my team members to use their emotions to do constructive work.
- 2. Dedication:** it leads to passion and perseverance which are both required in emergency situations. It also helps in doing Nishkama Karma, which free you from all worries of past and future.
- 3. Compassion:** it involves understanding the pain of others and taking steps to alleviate their sorrow. As per Mahabharata, morality is born in a human heart which is full of compassion.
- 4. Courage:** There can be no failure to a man who has not lost his courage. A brave soul can mend even disaster.

Ultimately, it is about **leadership** which helps in keeping your team focused on a goal and motivated to do their best to achieve it, especially when the stakes are high and the consequences really matter.

***Q8. Honesty and uprightnes are the hallmarks of civil servants. Civil servants possessing these qualities are considered as a backbone of any strong organizations. In the line of duty, they take various decisions, at time some become bonafide mistakes. As long as such decisions, are not taken intentionally and do not benefit personally, the officer cannot be said to be guilty. Though such decisions may, at times, lead to unforeseen adverse consequences in the long term.***

***In the recent past, a few instances have surfaced wherein civil servants have been implicated for bonafide mistakes. They have often been prosecuted and even imprisoned. These instances have greatly rattled the moral fibre of the civil servants.***

***How does this trend affect the functioning of civil services? What measures can be taken to ensure that honest civil servants are not implicated for bonafide mistakes on their part? Justify your answer. (250 words, 20 marks)***

**Answer:** 'To err is human. In fact, anyone who has never made a mistake has never tried anything new.' This assertion is true especially for civil servants who have to make some tough decisions, on daily basis. Sometimes, their judgement may go wrong. But, punishing them for the same, can have some serious repercussions on the governance process of nation.

Last year, three senior officers were given jail terms including former coal secretary, H.C. Gupta, in Coal Scam case. This was quite unfortunate and unfounded, as they were punished, even when no intentional mistake was made or any direct or indirect benefits were obtained.

The judgement was based on Section 13 (1) (d) (ii) of the Prevention of Corruption Act, as it holds decision making officers guilty if some benefit was caused to a third party, and an investigating officer was of the view that the decision was not taken in public interest. This provision is susceptible to misuse and parliament has rightly repealed it in 2018 only.

Such judgements can affect functioning of Civil Services in many ways:

1. If honest officers are harassed for bonafide mistakes made while making "well-meaning" decisions, decision making will suffer badly and governance will be stifled.
2. Improvement of the processes of governance and delivery of services will be stagnated as this can happen only when bold and innovative decision-making is encouraged.
3. If everyone will play safe, then it will lead to status quo and progressive work will be hampered.
4. Policy paralysis: like public sector banks management teams are not making decisions to resolve NPAs.
5. Compliance: this may lead to lack of creativity, innovation and new solutions and alternatives. This is also called dogmatism or bureaucratic inertia.
6. Hamper professionalism: obedience will be encouraged rather than taking decisions as per specialization.
7. Politicization of bureaucracy, as decisions contrary to political wish will be punished.
8. Poor motivation and dedication: it will discourage talented youth to join services. If honest officials are punished on mere technical grounds and not corruption, then they will be demoralised.
9. Neutrality: Dharma is wounded when honest people fail in their duty to speak.
10. Public interest will suffer.

**What can be done?**

Multiple committees including 2<sup>nd</sup> ARC and NITI Ayog strategy for India @ 75 has called for protecting honest officers. Following measures can be taken in this regard:

1. Comprehensive three level ethical framework for civil servants which can integrate both code of conduct and code of ethics.
2. Developing Standard Operating Procedures and criterions and principles for decision making.
3. 360-degree performance appraisal before appointment to higher posts, along with integrity clause.
4. e-governance: decision making criterions must be disclosed to everyone like as it is done in e-bidding.
5. Developing new accountability tools like Social Audit and Citizens' Charter.
6. Improving work culture like compulsory retirement of corrupt officials and rewarding honesty.
7. Civil servants shall take decisions on the merit of the case and should take due account of expert and Professional advice.
8. They should advice to ministers on the basis of evidence and accurately present opinions and facts, frankly and without any fear.
9. Laws must be reformed as done last year in case of Prevention of Corruption Act.
10. Public participation and decentralization of power will also help in long term.

It has been rightly said that if one wants to be active and successful, one must not be afraid of going wrong, one must not be afraid of making mistakes now and then. Civil servants shall be given a chance to grow by learning from their mistakes.

***Q9. An apparel manufacturing company having a large number of women employees was losing sales due to various factors. The company hired a reputed marketing executive, who increased the volume of sales within a short span of time. However, some unconfirmed reports came up regarding his indulgence in sexual harassment at the workplace.***

***After sometime a women employee launched a formal complaint to the management against the marketing executive about sexually harassing her. Faced with the companies' indifference, in not taking cognizance of her grievances, she lodged an FIR with the police.***

***Realizing the sensitivity and gravity of the situation, the company called the women employee to negotiate. In that she was offered a hefty sum of money to withdraw the complaint and the FIR and also give in writing that the marketing executive is not involved in the case.***

***Identify the ethical issues involved in this case. What options are available to the women employee? (250 words, 20 marks)***

**Answer:** No country can ever truly flourish if it stifles the potential of its women and deprives itself of the contributions of half its citizens. Unfortunately, Indians still don't understand this simple logic which leads to situations, as mentioned in this case.

Multiple ethical issues are involved in this case like:

1. Profitability of company **versus** respect and justice to women employee
2. Woman's right to dignified life and her integrity **versus** her financial and job security.
3. Fortitude on part of woman to stand against the wrong
4. Rule of law (compliance to Harassment of women at work place act 2013) **versus** image and career of the executive who may lose his job

5. Reputation of the company, which might get spoiled by negative publicity **versus** empathy and compassion towards working women.
6. Work culture of the organization which may get spoiled in long term if no action is taken against the executive.

Options available with the women:

**1. Take the money, withdraw FIR and give in writing that marketing executive has done nothing wrong.**

This option will save the company from losses and its image will be maintained. Woman will also get money for the wrong done to her. But such incidents have demonstration effect on other employees. Not taking action will motivate male employees to get involved in such activities till they are making profits for the company. It will also demotivate women to come out and participate in the workforce.

**2. Take money, withdraw FIR, but ask for written and oral apology in front of whole staff.**

The external image of company will be maintained and executive will also be embarrassed for what he did to the woman. Fear will be created among employees. But it will be against rule of law. Secondly, in such cases, a deterrence must be created against men and an example must be set.

**3. Do not get swayed away by money and stick to formal complaint.**

This action will bring initial problems in the life of woman. She may lose her job; people may start **doing victim blaming** and financially she can also face problem. She will have to go through long judicial process and may face harassment again and again. Other employers may also not give her job due to blemished record. But a strong precedent will be set and every womanizer will think twice before making wrong advances towards a woman. It will also motivate other women to come out and raise their voice against sexual harassment. #MeToo movement is an example in this regard.

The woman shall stick to **third option** as dignity and respect is above everything. Without them, there will be no difference between us and lower animals. The difference between a broken community and a thriving one is the presence of women who are valued. Nobody will value women if don't value themselves. These are desperate times and some desperate measures are required.

***Q10. In a modern democratic polity, there is a concept of the political executive and permanent executive elected people's representatives forms the political executive and bureaucracy form the permanent executive. Ministers frame policy decisions and bureaucrats execute these. In the initial decades after independence, the relationship between the permanent executives and the political executives were characterized by mutual understanding, respect, and cooperation, without encroaching upon each other's domain.***

***However, in subsequent decades, the situation has changed. There are instances of the political executive insisting upon the permanent executives to follow its agenda. Respect for an appreciation of upright bureaucrats has declined. There is an increasing tendency among the political executive to get involved in routine administrative matters such as transfers, posting etc. Under this scenario, there is a definitive trend towards 'politicization of bureaucracy'. The***



***rising materialism and acquisitiveness in social life has also adversely impacted upon the ethical values of both the permanent executive and the political executive.***

***What are the consequences of this 'politicization of bureaucracy'? Discuss. (250 words, 20 marks)***

**Answer:** Unfortunately, in the last few decades, India has seen the corrosion of two most fundamental values of civil services i.e. political impartiality and non-partisanship. This has led to the emergence of personal affiliations, leading to politicisation of the civil services. This politicisation has further led to corruption and absence of public service which is central to any administrative system.

Many instances have been there where this affiliation is quite visible, like:

- Damage done during 1984 anti-Sikh riots and the 2002 Gujarat riots would have been limited if bureaucracy would not have been influenced by politics of the day.
- Scams like 2G scam, Commonwealth scam, Coal gate scam shows politician-bureaucrats nexus.
- Hundreds of transfers take place within few days if a new party has formed the government at central or state level. Every politician has some favourite *babus* which are promoted, once politician comes to power.

Undue pressure put civil servants under multiple dilemmas like:

- i. Professional integrity versus their own wellbeing
- ii. Political obedience versus public interest
- iii. Public servants versus political servants
- iv. Upholding Oath of office versus political supremacy

This politicization has multiple consequences:

1. It has led to frequent use of transfer, suspension and disciplinary powers by ministers against civil servants who do not act in their favour.
2. It has also resulted in factionalism, group rivalry and casteism among the ministers and the civil servants. Caste lobbies have formed within bureaucracy.
3. Absence of mutual confidence between bureaucrats and politicians is there leading to loss of effectiveness and frequent delays.
4. Loss of public confidence in politics and bureaucracy which may lead to chaos and anarchy in the society.
5. Loss of motivation among honest bureaucrats as their performance really doesn't matter in their performance appraisal.
6. This has also led to crony capitalism as bureaucrats act as mediators between politician and business houses.
7. This will further enhance inequalities in society as bureaucracy will become a tool in the hand of rich and powerful to exploit the poor. This will further lead to socialization of losses and privatization of profits.
8. This will destroy work culture of organizations as bureaucrats will be servants of politicians and not public.

Today there is need for a committed bureaucracy i.e. a bureaucracy committed to the constitution and to the policies and not to the politicians. It must be guided by the principle of public interest, while

understanding the politics and need of politicians. Many civil servants like T.N. Seshan, Vinod Rai and Nirpendra Mishra have shown such conduct.

Thus, reforms are required on immediate basis which can be based on recommendations of Supreme Court of India and Second ARC.

**Q11. In one of the districts of a frontier state, narcotics menace has been rampant. This has resulted in money laundering, mushrooming of poppy farming, arms smuggling and near stalling of education. The system is on the verge of collapse. The situation has been further worsened by unconfirmed reports that local politicians, as well as some senior police officers, are providing surreptitious patronage to the drug mafia. At that point of time a woman police officer, known for her skills in handling such situations is appointed as superintendent of police to bring the situation to normalcy.**

**If you are the same police officer, identify the various dimensions of the crisis. Based on your understanding, suggest measures to deal with the crisis. (250 words, 20 marks)**

**Answer:** Addiction takes a toll on both the addict and the people closest to them. As per World Drug Report of UN, Drug abuse has increased by 30% in India in last decade. This can be attributed to multiple factors like media exposure, easy availability, poor law enforcement and geographical location of India.

There are multiple dimensions to this issue:

**1. Social dimension:** It will increase crime rate due to direct correlation between drugs and criminal activities like theft, shop lifting, domestic violence etc. This further enhance inequalities due to loss of wages and money in buying drugs and medical expenses. It will reduce social capital and will also lead to injustice for many. Suicide rate may increase, as right to dignified life is violated. It destroys various social institutions like families and marriage.

**2. Economic dimension:** Drug menace impact youth, which forms our future leaders and productive force. Such addictions will further degrade the already poor education and health conditions of youth. This is the major cause behind India's backwardness.

**3. Security dimension:** this may endanger both internal as well as international security concerns. Drug addicts are easy targets for recruitment in terrorist organizations. It also increases organized crime in form of money laundering, arms smuggling and terror funding.

**4. Administrative dimension:** such issues if not dealt at initial level, can cause some serious harm to the government. It will bring down the legitimacy of government among people and may lead to a situation of chaos and anarchy.

**5. Ethical dimension:** any kind of addiction is a sign of stagnation in mental growth. Such people have a narrow conception of life, due to increased hedonistic tendencies. Drug abuse is against

**Stakeholders:**

1. Me as police officer
2. Government
3. Drug addicts and their families
4. Politicians
5. Drug Mafia
6. Society at large
7. Coming generations

civilized living and turn people into lower animals. Every religion is against use of drugs, as this practice push society towards bottomless darkness.

**6. Psychological dimension:** At first, addiction is maintained by pleasure, but the intensity of this pleasure gradually diminishes and the addiction is then maintained by the avoidance of pain.

It's the duty of police to control this menace on priority basis. Multi-pronged strategy is required to curb both demand and supply side. Being the superintendent of police, I will take following measures:

#### **Measures to control supply side**

- a. Sealing of borders and proper checks on movement of people and vehicles. Place trusted and honest officers to do this work.
- b. Raids, arrest and police cases must be filed more vigorously.
- c. Special teams can be established for this job. Special training can be given to them.
- d. Use of spies and informers: local people can be associated in this regard, especially from families who have suffered because of it.
- e. Quick trials and convictions.
- f. Use of ICT to take swift action against culprits.
- g. Courage must be shown by not hesitating to investigate and file FIRs even against senior officers and influential politicians. Institutions like CBI, CVC, NIA and Lokpal can be involved to neutralize any pressure or attempt of transfers.

#### **Measures to control demand side**

- a. Value education in schools, panchayat and other social institutions to instill dignity and self-worth. Socratic Method can be used in this regard.
- b. Motivating youth through speeches, literatures, videos, workshops, *mohalla* meetings to dream and work hard to achieve their dream. They must inculcate perseverance and discipline.
- c. Female members of society can be organized (SHGs) and trained to explain the harmful impact of drug abuse using emotional intelligence.
- d. Males can be motivated to provide better future to family by invoking values of love and compassion.
- e. Explanatory videos and short films illustrating harmful physical, mental, psychological and spiritual impact of drugs must be popularized.
- f. Role modeling by people who have successfully overcome their addiction. Movies like *Sanju* can be showcased.
- g. Government sponsored De-addiction centers and gifts, Credit facility for entrepreneurship, appreciation by village etc. for people who successfully overcome addiction.
- h. Skill development and engaging youths in more productive jobs as '*Empty mind is devils' workshop.*

Article 47 of our Constitution directs the State to bring about prohibition of intoxicating drinks and drugs which are injurious to health. Thus, it's a constitutional duty on me to eradicate this menace from our society.

**Q12. In recent times, there has been an increasing concern in India to develop effective civil service ethics, code of conduct, transparency measures, ethics and integrity systems and anti-corruption agencies. In view of this, there is a need being felt to focus on three specific areas,**

*which are directly relevant to the problems of internalizing integrity and ethics in the civil services. These are as follows:*

- 1. Anticipating specific threats to ethical standards and integrity in the civil services,*
- 2. Strengthening the ethical competence of civil servant and*
- 3. Developing administrative processes and practices which promote ethical values and integrity in civil services.*

*Suggest institutional measures to address the above three issues. (250 words, 20 marks)*

**Answer:** As per 2<sup>nd</sup> ARC's fourth report, direct manifestations of absence of ethics in administration are corruption and lack of public welfare. This case study throws light on this issue and the need for civil services reforms. Some institutional measures that can be taken to handle the issues mentioned in the case are:

**1. To anticipate threats to ethical standards and integrity in civil services: -**

- i. Strong ethical management is required which includes highlighting the importance of ethics and values in administration through civil society and politicians. It also involves clearly identifying what should and what should not be values by civil servants.
- ii. Strengthening physical and technological infrastructure through human and financial investment.
- iii. Developing a strong grievance redressal mechanism and getting regular feedback from the citizens.
- iv. Check on discretionary power transparency tools like RTI Act and e-governance.
- v. Lack of accountability which can be dealt through introducing tools like False Claims Act and statutory backing to social audit.
- vi. True implementation of 73<sup>th</sup> and 74<sup>th</sup> amendment act which call for strengthening local governance in letter and spirit.
- vii. Electoral reforms as a good politician has a demonstration effect on civil services. Max Weber has also maintained that efficacy of bureaucracy depends upon how politician uses it.

**2. Strengthening the ethical competence of civil servant: -**

1. Good job fit is required to ensure right men on right job. This can be done through scientific selection and placement methods.
2. Developing a three-level ethical framework as suggested by 2<sup>nd</sup> ARC.
3. Leadership exercises like management games, simulation training and role-playing.
4. Communication tools must be developed to establish cross-sectional transfer of information.
5. Ethical training through use of psychological tests and case study methods. Field tours must be taken up by officers to develop empathy and compassion towards weaker sections of society.
6. Building good, healthy and productive work culture by developing tools like Citizens' Charter and hybrid structures.
7. Graduation degree courses can be started for aspiring civil services candidates which can give long term exposure to the youth.

8. Internalization of ethical values which requires every agency of socialization to play its role in continuous and long-term manner.

### 3. Developing administrative processes and practices which promote ethical values and integrity in civil services: -

1. Strengthening anti-corruption agencies like CVC and Lokpal, as fear is the primary weapon to make people show ethical behaviour.
2. Rewarding officers for their integrity by using tools like integrity surveys and integrity recognition certificates.
3. Giving more options to people to raise their voice against administrative corruption like an Integrity Hotline (started by IMF) and Integrity App (recently launched by ICC to report cases of match fixing and doping)
4. Developing transparency tools like Rajasthan's 'Jan Soochna Portal'.
5. For every bribe taker, there is a bribe giver. In this regard, zero tolerance against corruption needs to be developed among citizens. This can be done through methods like Pledge Taking Ceremonies, celebrating vigilance weeks etc.
6. Developing more tools like 'Sevottam Model' developed by Department of Administrative Reforms.
7. Developing Standard Operating Procedures to benchmark government expenditures.
8. Taking feedback from citizens by using tools like 'Citizens Report Card'.

Second ARC has rightly said that: - "it is now agreed that no society can sustain for long without embracing certain ethical values like honesty, equality, integrity, justice and trust."

**Note:** any feedback can be shared at: [atulmodernite@gmail.com](mailto:atulmodernite@gmail.com)

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